RESOURCE MANAGEMENT

# Forest Planning

## A Guide To – Co-ordinated Access Management Planning

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Ministry of
Forests

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# A Guide To Coordinated Access Management Planning

Integrated Resources Branch

Ministry of Forests

January 1989

To the Reader:

Increasing road access and the associated impacts on resource uses and users has always been a difficult issue to resolve during the preparation of forest plans. Attempts to increase or limit access at the request of one user group may be seen as an infringement on other legitimate users. Many forest plans have been developed, and even implemented, without resolving the issue of long term access management.

The Coordinated Access Management Planning (CAMP) process, described in this guide, incorporates public and industrial forest access requirements into government access management strategies.

The CAMP process is a tool which local forest managers can use to resolve access related conflicts. It is a type of Local Resource Use Plan within the B.C. Forest Service (B.C.F.S.) planning system and uses a participative approach to assessing competing demands on existing access networks.

Specific management prescriptions are determined by group consensus, wherever possible, with emphasis on equitably applied road-use controls and maintenance. Priorities for implementation are identified annually, with review by forest users, resulting in regularly updated CAMPs.

Completed access plans also provide a common base for assessing new industrial development proposals and encourage a "total chance" approach to timber harvesting.

This guide describes the general process for coordinated access management planning and provides an opportunity for modifying it to meet specific local requirements.

The classification system provides a range of management prescriptions found to be useful in solving access related conflicts. We recommend that these categories be used in all CAMPs to provide a common terminology for all forest districts and for all forest users.

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Wherever possible, specific examples of spreadsheets and information to the public have been provided. We have left space in the guide for users to make notes about the process as it applies to their own situation.

The CAMP process was first developed in southeastern British Columbia in 1980 in response to the road access created by an extensive mountain pine beetle salvage operation. Since then, the process has been tested in other areas of the province and modified to reflect the wide variation in forest use situations. The CAMP process is now being successfully applied in three forest regions with a history of road access controversy.

While many government and non-government people have contributed to the development of coordinated access planning, special thanks are due to Russ Greenfield, Tom Volkers, Greg Bach, Bob Miller, Martin Lindberg and Bill Thomson of the B.C. Forest Service, and Doug Martin of the B.C. Ministry of Environment.

This initial edition has been developed for the B.C.F.S. by Norm MacLeod of Envirotech Communications.

The usefulness of a guide such as this is largely limited by the extent to which it can respond to current needs. For this reason, users of this guide are encouraged to provide comments and suggestions for future revisions at any time to the undersigned.

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# Background

Road access has the greatest impact of any development on the type, pattern and amount of forest use. Problems involving planning, development and management of forest roads are well documented and are as diverse as the uses of the forest and geography of British Columbia.

In many forest districts there are several thousand kilometres of regulated forest roads, and often, several thousand more kilometres of roads for which no agency, industrial user, or public group claims ownership. Existing harvesting plans usually require that only a portion of these remain open. Similarly, continual access over all roads is not usually required for other forest-dependent uses.

## Road Access Issues

This proliferation of access has led to the identification of several issues with which forest managers must now contend. These same problems can indicate a specific need for Coordinated Access Management Planning (CAMP):

- Creation of access can result in a loss to the productive forest land base or a loss of recreation opportunities. In fact, in some areas, access is becoming a significant factor in land base withdrawals.
- Increasing access has put a significant strain on limited road maintenance budgets, making it ever more important for the manager to be confident that maintenance priorities are correct.
- Road access may not be compatible with all forest uses and can impact some in an inequitable fashion if no long-term integrated plan exists.
- Road networks may not meet the changing supply and demand for forest resources.
- Increasing responsibilities for access management rest with a variety of government and non-government organizations. This has served to increase the need for better co-ordination of planning and management efforts.

## Previous Experience

In recent years, implementation of specific access management techniques such as road closures, have been attempted on a road-by-road basis in the absence of any comprehensive plan. This approach has proven to be rarely, if ever, successful. Individual resource users may feel they are being singled out and treated unfairly and that their requirements for access are ignored in favour of the needs of other forest users.

Attempts to develop coordinated road access planning were initiated in the early 1970s in southeastern B.C. Although some road management recommendations were addressed through vehicular access hunting restrictions, the process did not result in comprehensive plans which could be endorsed by all affected parties. Consequently, the co-operation necessary for successful implementation was absent. This failure can be attributed to shortfalls in three critical areas:

a) Only those groups and government agencies demanding change participated. Consequently, these plans were seen to be catering to only one or a few vested interests.

b) The absence of an acceptable planning process for the discussion and resolution of competing demands lead to considerable unfocused debate.

c) The need for co-operative access planning and its benefits to forest resources and users was not adequately discussed with the general public.

## Coordinated Access Management Plans

Coordinated Access Management Planning, as outlined in this handbook, was initiated by the B.C. Forest Service (B.C.F.S.) in response to the road access created by a mountain pine beetle timber salvage operation. Local forest managers believed that co-operation between government agencies and forest users was essential if traditional forest management practices were to proceed while preserving opportunities for recreational use. In response to this need, a planning process was developed which incorporated the advice of all forest-dependent users in reaching access management decisions.

This approach has evolved into a process which has been tested and proven effective in several different areas in the province. The emphasis given to coordinated access management has resulted in a process which enjoys wider public support and has enhanced the credibility of the B.C.F.S. road management system.

In the course of developing this approach, contacts were established in the United States and Alberta to learn from their experience, to avoid unnecessary pitfalls and to develop a process which was likely to gain the support of managers and users alike. Some common elements were evident, although considerable tailoring of their suggestions was required to meet B.C.F.S. needs.

a) Organized forest users must recognize the problems giving rise to an access plan and assume some of the responsibility for successful resolution. All parties have a stake in seeing recommendations carried out. This is essential if the plan is to be an effective operational aid to the forest manager.

b) Access-use decisions usually cannot be reached on a road-by-road, ad-hoc basis, but must be made in the context of a larger plan area to accommodate the full spectrum of users demands. This is true for both industrial and public users.

c) Gaining support for the co-operative use of forest roads must be closely tied to an aggressive information and education initiative. The soundest of technical rationales may fail without a common understanding of the need to manage through coordinated planning.

These observations from successful management plans in neighbouring jurisdictions confirmed the B.C. findings about the type of approach that would be required in any future application.

Although there have been reservations, participants have engaged in open discussions, with a common understanding of the problems requiring resolution, and with the objective of producing a mutually supportable plan.

## Results of CAMP

In short, what began as a response to operational necessity, has evolved into the existing Coordinated Access Management Planning process and has generated:

a) a series of road classifications that can be used to define a management strategy for each road in a plan area;

b) a consultative process emphasizing road-specific discussion rather than general debate;

c) methods for mapping road classifications, planning road developments and tracking changes;

d) a yearly review resulting in current action plans for implementation;

e) a range of alternatives for physical closure, development of appropriate signs, and an agreement for enforcement; and,

f) an information/education strategy for encouraging public awareness and acceptance of the plan.

Although format may vary somewhat based on different local user/manager mosaics, these benefits are common to the coordinated plans produced across the province.

# Legislation, Regulation and Protocol

Three documents provide the guidance and authority necessary to initiate and implement Coordinated Access Management Planning. They are:

- Section 4c of the Forest Act;
- B.C. Regulation 278/81; and,
- A protocol agreement between the Ministry of Forests and Lands and the Ministry of Environment and Parks/July 1987, concerning access management.

Section 4c of the Forest Act requires the B.C.F.S. to plan for the use of the timber, range and recreation resources of the forest with regard for both social and economic benefits. This is to be accomplished in consultation with other government agencies and the "private sector". For the purpose of involving the public in forest planning, the private sector has been interpreted by the B.C.F.S. to include the public.

B.C. Regulation 278/81 states in part that:

> 9.(1) A regional manager, district manager or a forest officer authorized by either of them may cause a traffic control device to be erected on a Forest Service Road where:
>
> (c) in his opinion, it is necessary to restrict or prohibit the movement of traffic.
>
> (i) by closing the road to traffic.
>
> (2) Where a regional manager or district manager has caused a traffic control device to be erected on a Forest Service Road under subsection (1), no person shall operate a motor vehicle contrary to the traffic control device on the portion of the Forest Service Road to which the traffic control device applies, except with the permission of the regional manager or district manager.

The protocol agreement between the Ministry of Forests and Lands and the Ministry of the Environment and Parks (see Appendix A) addresses the specific access management responsibilities of these two agencies. It details Forest District road access planning requirements in Provincial Forests and on Tree Farm Licenses.

# The Planning Process

The CAMP process borrows elements from existing B.C. F.S. policy, local resource use planning procedures and methods of public consultation. CAMP's can be produced with Forest Service input only, in consultation with industrial users, or with the full participation of the public. The local District Manager may determine an appropriate level of consultation after assessing user demands for involvement and the importance of user support in implementation. Figure 1 outlines the elements of Coordinated Access Management Planning.

## Step 1 — Project Design

### Selecting a Planning Area

Forest managers should determine which areas in their district or region are most in need of a CAMP and establish a list of areas which require priority treatment. Candidate plan areas should be assessed to determine the nature of past and present user conflicts and prospects for their resolution. Criteria such as the size of the area, management jurisdiction and existing access density may indicate whether a CAMP is appropriate. For example, selecting a plan area which is too small may not allow the manager to effect compromises between competing interests, a necessity during CAMP workshops. In another case, it may be inappropriate to initiate a CAMP in an area which incorporates extensive private holdings or significant unresolved land use issues.

## Elements of the Planning Process

### Step 1 — Project Design

- Selecting a Planning Area
- Scheduling the Project
- Familiarizing Other B.C.F.S. Participants

### Step 2 — Project Support

- Access Inventory
- Mapping
- Road Management Classifications
- Data Collection and Display
- Brief to Participants

### Step 3 — Plan Production

- Submissions to the Plan
- General Public Review
- Internal Review
- Planning Workshops
- The Completed Plan
- Distributing the Plans

### Step 4 — Implementing the Plan

- Division of Responsibilities
- Budgeting
- Physical Works
- Signing
- Enforcement

### Step 5 — Annual Review

Figure 1

## Familiarizing Other B.C.F.S. Participants

Participating B.C.F.S. staff should become fully familiar with the process before initiating a CAMP. It is essential for managers to identify their own access requirements, and to understand the limitations and probable results before discussions begin with licensed forest users and the public. Unrealistic expectations on the part of the Forest Service or other participants may negatively affect the manager's ability to implement recommendations.

## Scheduling the Project

The manager should ensure that adequate time is provided throughout the planning process to allow participants to develop accurate and meaningful submissions. It may take several weeks for the executive of a particular user group to refer tentative proposals to the membership and return with a jointly supported submission. Just as the forest manager must consider various management policies and the wishes of his colleagues, the representative of an industrial user or public interest group is also accountable to his constituents. If this consideration is not accommodated the manager may convey a message of disinterest, suggesting he is not really inclined to solicit meaningful advice.

In addition, CAMPs should be scheduled after considering seasonal constraints on government agencies, industrial users and the public. For example, rod and gun club members may not be available for consultation during the hunting season.

# Step 2 — Project Support

## Road Access Inventory

A completed road and bridge register is very useful as an inventory of all known road access in the plan area, and should be used to assess the cost of various management options. The register may also identify the location, quality and number of improvements which should be considered as part of the plan.

Wherever possible Forest Service Road (F.S.R.) project numbers should be used in the plan for easy cross referencing

to the register. All industrial and "non status" roads may simply be numbered sequentially for easy identification.

## Mapping

Depending on the size of the plan area and road densities, a scale of either 1:50,000 or 1:100,000 is suggested for base maps. For areas of heavy development, a scale of 1:50,000 is recommended so that small spurs can be located.

Base maps should be drafted on mylar or other material suitable for white print copying. These should identify:

- All known road access
- Water courses (labelled)
- Private lands
- Licensed tenures
- Administrative jurisdictions
- Plan area boundaries

The boundaries of other relevant management plans may be required as well since the recommendations of the CAMP may need to be rationalized with other management priorities.

Road quality (eg. four-wheel drive only) and boundaries delineating management units should be clearly identified in the map legend in accordance with B.C.F.S. mapping standards.

It will also be useful, apart from the legend, to list the range of road management classifications and the definition of each. This will allow the public who request copies of the plan, to obtain a print of the base map that identifies a management strategy and describes a physical treatment for each road.

## Road Management Classifications

### Management Road - MR

A Management Road is actively maintained within budgetary limitations over the five year-plan period.

The road may be subject to seasonal or regulatory restrictions.

### Primitive Road (Maintained) - PR(M)

On a Primitive Road (Maintained), maintenance is limited to only those activities necessary to permit vehicular travel or to avoid environmental damage.

The road may be subject to seasonal or regulatory restrictions.

### Primitive Road - PR

A Primitive Road does not warrant the expenditure of funds for either ongoing maintenance, reclamation, or physical closure. These roads may require hydrologic stabilization.

The road may be subject to seasonal or regulatory restrictions.

### Closed Road - CR(date)

A Closed Road is to be deactivated and physically closed at the specified date(s). Deactivation may include hydrologic stabilization such as water bars, pulling of culverts, or removal of bridges.

The objective is to eliminate vehicular use while environmentally stabilizing the road and keeping the surface intact for future use.

The road may be subject to additional regulatory restrictions.

### Reclaimed Road - RR(date)

A Reclaimed Road is a road planned for reclamation at the specified date. Road reclamation may consist of removal of bridges and culverts, recontouring, site preparation, tree planting, grass seeding, or other activities required in the plan.

The objective is to bring the road back into forest and/or forage production.

A new road in an alternate location may be required in the future.

The area may be subject to additional regulatory access restrictions under the Wildlife Act.

## Data Collection and Display

As the plan proceeds, it will be necessary to document and collate submissions from Forest Service staff, other government agencies, industrial users and the public. Three worksheets have been developed to record, analyze and present incoming information during planning and to track progress during implementation:

**Worksheet A** — A short format version to be completed by all participants. This shows only road identification numbers and has blank columns for recommended management classifications and the reasons for each recommendation (see Figure 2).

**Worksheet B** — Shows road identification numbers on one axis and all plan participants on the other. All submissions received are displayed on the table which is then distributed at the beginning of, or prior to, the planning workshop. This allows participants to consider submissions received from other members in the group and is the focus for development of a consensus on individual roads (see Figure 3).

**Worksheet C** — A comprehensive summary table which is the result of CAMP workshop(s). It details road identification numbers, management classifications, suggested maintenance and the location and types of closures. Columns are provided to assist the manager in tracking plan implementation and include the division of responsibilities, relative priority for implementation, as well as the scheduled and actual implementation dates.

This summary table, completed in part during the planning workshop, should be maintained either on a word processor or computer and updated as changes occur. Each revised table should be noted as such, and dated accordingly, to avoid confusion over which is the most current (see Figure 4).

## Brief to Participants

A form letter and explanatory brief should be prepared for plan participants which invites them to participate, describes their role, explains the intent of the Forest Service in producing the plan, and outlines the CAMP process (see Figure 5). In addition, large scale display materials may be useful for the presentation of this information to larger public groups.

## Worksheet A

**Submission to** GOLD CREEK **C.A.M.P.**

**Date:** JANUARY 15 TH 1989

**Representing** GOLD CREEK ROD AND GUN

| Road Number | Management Class | Comments |
|---|---|---|
| 74 | MR | MAIN ACCESS THROUGH VALLEY |
| 75 | PR (M) | ACCESS TO MT. GIBSON |
| 76 | RR TO JCT. WITH 78 | ABANDONED MINER'S TRAIL, EROSION PROBLEM. |

## Worksheet B

Date JAN 24/1989

GOLD CREEK C.A.M.P.

**Summary of Submissions.**

| Road # | Representation | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | F.S. | M.O.E. | MEMPR | GUIDES | ROD + GUN | PARKS | RESIDENTS | | | | |
| 74 | MR | MR | MR | MR | MR | MR | MR | | | | |
| 75 | PR(M) | PR | PR(M) | RR | PR(M) | PR(M) | RR | | | | |
| 76 | RR | RR | PR | RR | RR | RR | PR | | | | |

FIGURE 3

## Worksheet C

Date: FEB 13/89

GOLD CREEK Co-ordinated Access Management Plan Summary Table

| Road # | F.S.R. | Mgmt. Class | Main-tenance | Type Of Closure | Location | Method of Closure | Priority | Respons. | Sched. Date | Date Implem. | Comments |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 74 | 5837 -02 | MR | AS REQUIRE. | — | — | — | — | F.S. | — | | |
| 75 | | PR | — | — | — | — | — | F.S. | — | | |
| 76 | | RR | — | PHYS. | AT ORIGIN | RIP SURFACE | 14 | F.S. | 06/89 | | |

FIGURE 4

District Manager
Ministry of Forests
1107 Cranbrook Street
Cranbrook, B.C.
V1C 3S4

December 1, 1981
File: 941-1
Flathead Access Plan

Dear Participant,

Enclosed you will find a map of the Flathead valley detailing water courses, known access, and prominent landmarks. This is your working copy of the upcoming Flathead Coordinated Access Management Plan, (CAMP) and is a composite of 1:50,000 topography maps (82 G 1, 2, 7, 8). These maps are available from the government agent's office and may be helpful to you in identifying areas of interest to your organization.

You will note that all road access on the map has been sequentially numbered for easy identification. Please make your access recommendations with reference to these road numbers. The exception would be suggestions of a general nature for access management in a larger area of the plan.

We suggest that you use the following approach to develop your access submission to the CAMP:

1. Review all mapped access and check for accuracy. Make a note of any errors or omissions.

2. Review the five road management classifications attached and consider the implications of each if they were applied to various roads of interest to your organization.

3. Using the worksheet provided:

   Apply one of the five classifications to each road in the plan area, ensuring that your continued forest resource needs are met. Those roads that are of no importance to your organization should be assigned an n/o (no opinion).

   Briefly remark on reason for your recommendation.

Remember that the plan is not "cast in stone" and is subject to yearly review to ensure it continues to meet participant's requirements. Your submission should be returned to this office no later than January 15, 1982. If you require further information please contact the undersigned at 426-3391.

Yours truly

Russ Greenfield
Operations Superintendent

## Submissions to the Plan

The manager is now in a position to present the base map, showing a sequentially numbered road inventory, the brief for participants and Worksheet A, to organized public groups, other government agencies and industrial users with an interest in the area. It may be necessary to assist participants in developing their submissions using the support materials developed during the design phase. This should only be done with the intention to help a group produce a submission which conforms to the suggested format. Typically, a period of several weeks would be scheduled for the completion of this portion of the planning process.

Early attempts to co–operatively plan for continued road maintenance or needed closures resulted in wide–ranging recommendations without a common terminology or an understanding of the management options available. This subsequently lead to the development of the road management classification described in Step 2, which provides a spectrum of specific management options based on user preference. The participant is asked to recommend a management classification and rationale for each road in the plan area.

## General Public Review

The CAMP process is designed to involve only organized public interests in the planning workshop(s). The decisions reached, however, may affect a large portion of the non–aligned recreating public. It is advisable then, to provide opportunities for the general public to voice their preferences for access management prior to convening the planning workshop. Viewing centres or open houses are likely the most appropriate and useful for this purpose.

This general public review should be held prior to the planning workshop and any new information or public expectations should be presented to the planning group.

## Internal Review

Submissions received in response to the initial request for input can now be entered on Worksheet B (Figure 2). This will allow the manager to determine where there is apparent consensus and which roads may be contentious in further discussions. It also provides a profile of the plan area, showing types or patterns of use on a drainage–specific and a road–specific basis.

Public and industrial access requirements can then be considered in relation to B.C.F.S. strategies for managing the area and any discrepancies noted. The manager can also begin to think about possible alternatives for resolving conflicts prior to a workshop session.

## Planning Workshop(s)

This working session is the only opportunity for participants to discuss their requirements for forest access as a group. This can be very productive as it allows the individual an opportunity to explain his needs to other users while being exposed to the requirements of others. It usually becomes evident that a truly co–operative plan is possible only if all parties are willing to accommodate the legitimate interests of their fellow forest users.

Generalizations and unfocused debate should be avoided by the facilitator, while encouraging discussions on the use of specific roads. The objective is to arrive at a single management classification for each road, or portion of road, in the plan area.

Most decisions (generally 95 per cent) can be reached by consensus. In the event the group is unable to agree on the management of a particular road, the Forest Service may:

1. Conduct a second workshop or defer the decision to a later date and resolve the conflict in a smaller meeting with affected parties;
2. Implement seasonal constraints, integrating use over time;
3. Displace a user group to an alternate location within the plan area. (this may not be possible if a CAMP is initiated on an inappropriately small planning unit) or;
4. Refer the problem to B.C.F.S. staff for resolution in house.

## The Completed Plan

A completed CAMP should include the sequentially numbered access map which is keyed to corresponding numbers on Worksheet C (Figure 4) and any other minutes or summaries from the workshop(s). Include the abbreviated management classification (e.g. M.R.) for each road on the base map. Then if the public requests information on road access, only a white print of the map is required.

## Distributing the Plan

It is essential that a planning vehicle such as CAMP, which may impact a broad spectrum of public users, be given a thorough review outside of the B.C.F.S. Copies of the map should be made available to all government agencies responsible for managing natural resources and all impacted users. The map should also be posted in central locations such as public libraries or local post offices.

In addition, managers may wish to provide opportunities for the media to tour the area or to conduct feature interviews for print and the electronic media. Advertisements, both in print and for radio broadcast, should clearly identify any significant changes in road management strategies and provide a Forest Service contact person for further information (see Appendix E).

It may also be necessary for Forest Service staff to make presentations to the full membership of organized public groups. While representatives of these groups may have participated in the plan, it is sometimes necessary to explain the process and discussions which resulted in changes to access.

## Division of Responsibilities

Throughout the process, emphasis is placed on the co–operative production of an access management plan. In keeping with that approach implementation may also be a shared responsibility. While the B.C.F.S. and other agencies will continue to have statutory management responsibility, other participants may assume a supportive and monitoring role to ensure the CAMP continues to address the concerns of both industry and the public.

The protocol agreement between the Ministry of Environment and Parks and the Ministry of Forest and Lands requires each agency to implement, sign and enforce all road closures pursuant to their respective statutes. The B.C.F.S. has responsibility to undertake access planning and, where indicated, consult with interested parties at the discretion of the District Manager. Coordinated Access Management Planning is one of several planning frameworks available where extensive consultation is likely.

Industrial users and organized public groups may periodically volunteer equipment or manpower to assist in plan implementation. This may be encouraged subject to strict supervision by Forest Service staff and with the understanding that any works undertaken conform to acceptable standards and recommendations made in the plan.

## Budgeting

Ideally, the Forest Service should have the ability and funds to implement plans it undertakes in a highly visible forum. This is particularly true when the planning process is sponsored and initiated by the Forest Service in response to local concern, and actively solicits public advice.

At the same time, it is unreasonable to expect that a large access network, which may have taken several years or even decades to develop, will be changed to the preferred alternative in one field season. However, it is possible to make significant progress in implementing the plan in the short term. In fact, participants to the plan will expect that this occurs.

Typically, funds are not available prior to initiating a CAMP. This consideration is frequently cited as a primary reason for deferring this type of initiative. However, it is unlikely that implementation budgets will be made available prior to the development of a clearly documented plan which supports expenditures for continued road maintenance and closures. The CAMP process results in just such a document and details needed works, a rationale for those works, their relative importance, and a schedule for their occurrence.

Though cost estimates have not been included as part of the plan itself, it is possible to develop accurate estimates of the funds needed for implementation, using the road and bridge register and the recommendations for treatment made in the CAMP. The completed plan is the supporting document for budget planning and for allocating annual budgets.

## Physical Works

Implementation of plan recommendations normally takes the form of one or more treatments for any given road surface including: the continued maintenance of a road to a predetermined standard; the regulatory restriction of vehicular use under the Wildlife Act; and the physical closure of a road. The following methods of closure are in use:

a) **Bridge Removal** — The dismantling of a bridge surface and supports at an appropriate location where fording of a stream is not possible.

b) **Tank Traps** — Using a backhoe to dig one or more substantial sharp edged ditches of a sufficient depth and width to discourage vehicular use.

c) **Kelly Humping** — Alternately raising and lowering a bulldozer blade, creating a series of large mounds and channels along the road surface.

d) **Partial Recontouring** — Using a bulldozer or backhoe to recover fill, and re–establish the original slope over a limited distance along the road.

e) **Reclamation** — Extensive recontouring or ripping of the entire road surface and planting with suitable grass, forage or timber species. The intention is to bring the area back into productivity.

f) **Gating** — Using constructed gates to restrict vehicular access. Used when seasonal constraints are imposed or for limiting access to a specific use (e.g. mineral or petroleum exploration).

g) **Barriers** — Placing boulders, fill, or felled timber across roads.

User safety must take precedence over any other consideration with each of the above methods. Traffic control devices should be readily visible at night, with adequate lines of sight, and should be marked with reflective tape or paint. Opportunities to turn vehicles around safely should be available.

All of these works must be undertaken with regard for hydrologic considerations. The integrity of existing watercourses must be maintained. Drainage structures may need to be left in a maintenance free state, and disturbed surfaces treated with appropriate erosion controls.

## Signing

Informative and properly located signs are the best means available to the manager to advise most forest road users that a CAMP is in effect over the area. For this reason, a comprehensive signing program must attempt to provide any required information.

Large signs at the main entry points to the plan area should advise the user that he is entering an area managed and regulated by a CAMP and list those government agencies, industries and public groups who participated (see Figure 6). Smaller signs marking individual points of closure should clearly detail permitted and prohibited travel and the reason a closure was imposed (see Figure 7). Closure signs may be placed at the junction of the closed road and on main routes if the closure is at some distance up the road.

A contact phone number should be provided on all signs for people requiring further information or wishing to report violations.

## Enforcement

Historically, the B.C.F.S. has not functioned as a policing agency. It does not employ staff charged solely with enforcement responsibilities, unlike the Ministry of Environment's Conservation Officer Service, nor are staff trained in prosecution procedures. In any case, experience in the United States shows that access management plans which rely on legislated authority alone, are not as successful as those produced in consultation with the public, if success is measured by the number of infractions. A public information initiative is essential in creating a self–policing environment.

Nevertheless, the B.C.F.S. is prepared to act on clear violations of a CAMP. Most of these violations will be reported by members of the public and the B.C.F.S. must take action on these reports to maintain the integrity of a CAMP. The protocol agreement between the Ministry of Forests and Lands and the Ministry of Environment and Parks also requires the Forest Service to act on violations of the Forest Act and regulations.

For instances where the planning group feels compliance with particular road closures is critical it may be desirable to impose a restriction covered by both Ministry of Forests and Ministry of Environment regulation.

# Bonaparte - Tranquille

## Co-ordinated Access Management Plan

In 1985, Provincial Government agencies and a concerned public jointly developed the Bonaparte - Tranquille Road Access Plan, providing for continued public use while returning some roads to productive forest. Managing the resources of the Bonaparte - Tranquille Area is a shared responsibility requiring your co-operation. Please respect all posted signs and private property.

**Participants:**

Ministry of Forests
Ministry of Environment
Ministry of Lands, Parks & Housing
Weyerhaeuser Canada Ltd.
Balco Industries Ltd.
B.C. Interior Fishing Camp Operators Assoc.
Kamloops Stock Association
Greater Kamloops Outdoor Recreation Council
Kamloops Snowmobile Association
Kamloops & District Fish & Game Assoc.
B.C. Trappers Association

# Bonaparte - Tranquille Access Plan

**Foot/horse or snowmobile travel only**

# VEHICLE USE PROHIBITED TO PROTECT:

## WILDERNESS RECREATION

**For information, comments, or violations**

**CONTACT AGENCY:**

District Manager
Kamloops Forest District
Ministry of Forests
Phone: 372-5832

**Province of British Columbia**
Ministry of Forests
Forest Service

**CONTACT AGENCY:**

JANUARY 1989

FIGURE 7

## Step 5 — Annual Review

An annual review with all interested plan participants may be required prior to each field season. This should result in an updated action plan that addresses changed or new access management priorities. If, however, a major unexpected development should occur — such as large scale mineral or petroleum exploration, bark beetle epidemics or wildfires — revision should occur immediately, rather than attempting to implement or defer an obsolete plan.

# Appendix

# Protocol Agreement Between the Ministry of Forests and Lands and the Ministry of Environment and Parks

## July 1987

## Concerning Access Management

Preamble

The intent of this agreement is to encourage access management in Provincial Forests by recognizing the responsibilities and concerns of both the Ministry of Forests and Lands and the Ministry of Environment and Parks.

1.0 Purpose and Rationale:

To recognize the need for access management on Provincial Forest lands (including Tree Farm Licences); to establish a framework for access management; and to facilitate a process for input and cooperation by the Ministry of Environment and Parks and the Ministry of Forests and Lands with respect to access management.

1.1 This agreement conforms with the *Ministry of Forests Act* and is subject to the *Forest Act*, the *Range Act*, the *Ministry of Forests Act*, the *Wildlife Act* and the *Ministry of Environment Act*, *Federal Fisheries Act*, *Environmental Management Act*, *All Terrain Vehicle Act*.

1.1.1 This agreement is applicable to Provincial Forests lands and Tree Farm Licences.

2.0 Access Management Responsibilities

2.1 The Ministry of Forests and Lands is responsible for Access Management.

2.1.1 It is the responsibility of the District Manager to ensure that concerns regarding access management arising from fisheries or wildlife issues are addressed through either existing planning procedures or committees, or, at the District Manager's discretion, through a District Access Advisory Committee established for that purpose.

These mechanisms must include the participation of a representative(s) from the Ministry of Environment and Parks, Fish and Wildlife.

The role of these existing committees or the District Access Advisory Committee is to advise the District Manager on forest access, including, but not limited to the following:

- Local access issues and the appropriate local level of involvement in access management at the District level.
- Local access management priorities.
- Access planning area boundaries.
- Types and levels of planning an participation required for each access plan.
- Frequency of access plan review.

2.1.2 The District Manager is responsible for:

- Ensuring that access management is conducted, including the development of coordinated access management plans and emergency response plans, where applicable.
- Ensuring that access plans that are developed are integrated into existing Ministry plans and programs.
- Ensuring that the road inventory of existing plans is updated on a regular basis.

2.1.3 With respect to Tree Farm Licences, the Licensee must demonstrate that access management concerns at all levels of planning have been addressed prior to Ministry of Forests and Lands approval of the Licensee's plans.

2.2 The Ministry of Environment and Parks is responsible for:

2.2.1 Participating and providing required information to those committees or mechanisms established for access management purposes.

2.2.2 Ensuring that access plans that are developed are integrated into existing Ministry plans and programs.

3.0 Access Management Implementation

3.1 The Ministry of Forests and Lands is responsible for:

3.1.1 Ensuring that road closures pursuant to the *Forest Act* and regulations are signed and implemented.

3.1.2 Documenting and enforcing the violations of road closures established pursuant to the *Forest Act* and regulations.

3.2 The Ministry of Environment and Parks is responsible for:

3.2.1 Ensuring that road closures pursuant to the *Wildlife Act* and regulations are signed and implemented.

3.2.2 Documenting and enforcing violations of road closures established pursuant to the *Wildlife Act* and regulations.

3.3 It is agreed that the Ministry of Forests and Lands shall retain the authority to open such road closures on a short–term emergency basis (e.g., for control of wildfires and forest pests).

This agreement may be amended at any time by mutual agreement of the signatories. It is to come into effect fifteen days after signature. Appendices can be added as required.

This agreement has no expiry day but may be terminated by either Ministry by notice in writing from one of the undersigned.

This agreement will be reviewed by either Ministry to determine its relevancy after a period of one year following the implementation date noted below.

B.E. Marr
Deputy Minister
Ministry of Forests and Lands

T.R. Johnson
Deputy Minister
Ministry of Environment and Parks

W. Cheston
Assistant Deputy Minister
Ministry of Forests and Lands

E. Anthony
Assistance Deputy Minister
Ministry of Environment and Parks

J. Cuthbert
Chief Forester
Ministry of Forests and Lands

Date

## Definitions

**Access Management:** The overall mandate for the administration of the planning, construction, maintenance, use and deactivation of Forest Service Roads, Operation roads and non–status roads on Crown Lands within or outside of Provincial Forests (including Tree Farm Licences), in conjunction with the Timber Supply Area Plans, TFL Management and Working Plans, Resource Development Plans in addition to emergency Beetle and Fire Contingency Plans.

**Access Plans:** The end product of an access planning program such as the Coordinated Access Management Planning process, in which the status and management objectives for any given road have been identified. This plan is subject to periodic review and is to be utilized in conjunction with existing resource plans (TSA Plans, Resource Development Plans and the access component of Contingency Plans).

**Coordinated Access Management Planning:** A Local Resource Use Planning process which is designed to incorporate at varying levels industrial and public forest access requirements on existing and planned access roads. See special explanatory note below.

**Forest Service Roads:** A road that is not a public highway under the *Highway Act*, and

a) is built or maintained or modified by the Minister under Section 102 of the *Forest Act*;

b) is or becomes a Forest Service Road under Section 95 (1)(b) or (c) or (2)(b) of the *Forest Act*; or

c) was under the former Act, built or maintained by the Minister, or declared a Forest Service Road

**Non–status (Crown) Road:** A road on Crown land, not designated as a Forest Service Road, nor owned, or deemed to be owned, by anyone.

**Operations Road:** A road built on privately owned land under Section 92 (b)(ii) of the *Forest Act* or where built on Crown land and deemed under Section 95 of the *Forest Act* to be owned by the person authorized in the Road Permit (or Letter of Consent under the former Act) for the time specified, or until deemed owner completes the declaration relinquishing his ownership rights.

**Road Closure:** A means to restrict the use of a road to all or specific types of vehicular traffic.

**Special Note on Coordinated Access Management Planning**

The Coordinated Access Management Planning Process is a local resource use plan intended for use at the discretion of the district manager in response to operational requirements. It was designed specifically to identify access requirements of all forest dependent users and resolve any conflicts in an established forum led by the Ministry. However, its use need not be limited to only those areas where there is substantial public controversy.

Similar to many "coordinated" planning initiatives, such as C.A.M.P.'s, it can reduce duplication of planning responsibilities between the Forest Service and forest licensees or the Forest Service and other agencies. The inclusion of other vested interests or the general public would only be required where there is a history of interest.

In addition, C.A.M.P. avoids what may be a costly and lengthy referral process required at the outset of a new access initiative, resolution can be reached in one or two meetings, discussing specific requirements on each road.

Most importantly, C.A.M.P. serves as a means for Ministry staff to coordinate their needs irrespective of external demand. Whether or not input is solicited from other interests should have little bearing on each Ministry's own requirements to jointly plan new access networks, provide for continued use of some roads and identify those no longer required.

## Worksheet A

**Submission to** _____ **C.A.M.P.**

**Date:** _____

**Representing** _____

| Road Number | Management Class | Comments |
|---|---|---|
| | | |

## Worksheet B

Date _____ _____ C.A.M.P.

Summary of Submissions.

| Road # | Representation | | | | | | | | | | |
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## Worksheet C

Date: _____

_____ Co-ordinated Access Management Plan Summary Table

| Road # | F.S.R. | Mgmt. Class | Main-tenance | Type Of Closure | Location | Method of Closure | Priority | Respons. | Sched. Date | Date Implem. | Comments |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | | |

# Backgrounder

85-02-27

Contact: W.R. Anderson, Operation Superintendent
Bill Thomson, Resource Officer/Recreation
Phone 372-5832

## Forest Access Plan Underway For Bonaparte

All forest roads, once built, remain in place forever. Correct? Not necessarily.

It is true that most major forest roads will continue to serve the public, industry and government agencies for decades to come, but what about the hundreds of smaller roads? Should every road stay open for continued use? In fact, are all of these roads being used now?

Kamloops Forest District would like a response to these questions and others and is looking to an interested public and industry for the answers. A trial access plan is now underway in the Bonaparte Plateau, North of Kamloops, in an attempt to bring diverse public groups and the forest industry together to co-operatively plan for the use of roads in the forest.

It is not an entirely new concept. Other areas in the Province are using access plans that incorporate public needs as a means of keeping a ceiling on the number of roads in insect-killed salvage operations and other heavily developed areas. The trial plan for the Bonaparte area is unique in it's attempt to produce a publicly supported road use plan before serious conflicts develop from additional access. The job will not be easy.

Local staff are aware that each public group involved in the plan must be able to continue their pursuit without unreasonable constraints. It is a plan for future access use as well as a plan to put some roads with little or no use "to bed". Compromise will be essential in order to avoid catering to any one user.

Some of the local groups involved include: the Kamloops Fish and Game Association, Kamloops Snowmobile Association, local ranchers, private fish camp operators and the Kamloops Outdoor Recreation Committee. Weyerhaeuser Co. Ltd. will participate as the major industrial user. In addition, the Ministries of Forests, Environment, Lands, Parks and Housing and Energy, Mines and Petroleum Resources will add their expertise.

The public's role in the planning process begins with the initial development of a road inventory and continues through to actually making the finished product work. Each group will review a prepared access map for accuracy and to ensure it is current. Then one of five classifications will be given each road. These classifications will identify roads to be open for long term use as well as those slated for reclamation. Other roads will be subject to periodic use in response to public and industrial requirements.

From the District's point of view the benefits may go beyond an effective exercise in public involvement. One outcome could be the creation of a forum to comprehensively plan forest access for industrial use that incorporates public concern while avoiding lengthy referrals between Government Agencies.

Another may be that some forest roads will soon be viewed as areas out of production, and could be growing trees or providing forage.

So far, initial public response has been positive, though it remains to be seen if total agreement will be possible between all users. One thing is clear: All public groups seem pleased with the method suggested by the District office, one that favours consensus over unilateral approach to an emerging issue.

Members of the public that do not belong to one of the listed groups should contact W.R. Anderson (Operations Superintendent) if they wish more information (phone 372-5832).